

The Michigan Prisoner ReEntry Initiative

*A Collaborative Effort of the Governor's Office and the Departments of Corrections,
Community Health, Labor & Economic Growth and the Family Independence Agency*

FIRST YEAR STATUS REPORT

October 2003 to October 2004

*The VISION of the MPRI is that the prisons, other stakeholders
and community are engaged with offenders in planning and
delivering services that result in less crime and more successful
prisoner reentry into the community.*

October 31, 2004

DRAFT 10/27/04

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First Year Status Report

The MISSION of the MPRI is to reduce crime by implementing a seamless plan of services and supervision developed with each offender - delivered through state/local collaboration - from the time of their entry to prison through their transition, reintegration and aftercare in the community.

Building the Organizational Structure to Create a Model for Michigan

The first meeting of the Michigan Prisoner ReEntry Advisory Council was held in October of 2003 with technical assistance from the National Institute of Corrections and the National Governors Association. The 150 Advisory Council members immediately began the planning needed to implement a new approach for all phases of prisoner release preparation and transition back to their communities. The Michigan Prisoner ReEntry Initiative (MPRI) begins with a model developed by the National Institute of Corrections called the "Transition from Prison to Community Model" (TPCI) that is being adapted for Michigan as well as what has been learned in Michigan through the implementation of our Serious and Violent Offender Initiative (SVORI) that has operated in Detroit for the past two years. The emerging MPRI Model involves improved decision making in the three phases of the institution, release, and supervision process:

- **GETTING READY:** The **institutional phase** describes actions, events and responsibilities that occur during the offender's term of imprisonment, from admission until the start of reentry.
- **GOING HOME:** The **transition to the community or reentry phase** begins approximately six months before the offender's target release date, and continues until their adjustment to community supervision has stabilized—e.g., six months after release from prison. In this phase, reentry elements are made more specific and detailed.
- **STAYING HOME:** The **community and discharge phase** involves the transition to eventual discharge and begins when the offender has stabilized on community supervision and continues until their discharge from supervision. The final stage of the process is the discharge of the offender and begins when the offender's sentence or official supervision ends. In this phase, it is the responsibility of the former offender, human services providers, and the former offender's network of community supports and mentors to assure continued success.

The emerging MPRI Model provides a framework for improving seven primary Decision Points that span the three phases of the transition process. Its lynchpin is the Transition Accountability Plan that is prepared for each inmate during the prison intake process and modified as the corrections process unfolds. The Decision Points include:

- **Assessment and classification:** Measuring offenders' risks, needs and strengths.
- **Inmate behavior & programming:** Assignments to reduce risk, address need, build on strengths.
- **Inmate release preparation:** Developing a strong, public safety conscious parole plan.
- **Release decision making:** Improving parole release guidelines.
- **Supervision and services:** Providing flexible and firm supervision and community services.
- **Revocation decision making:** Using graduated sanctions and services to respond to behavior.
- **Discharge and aftercare:** Determining the community's responsibility to "take over" the case.

The enormous work of planning for implementation of new approaches for prisoner reentry began with a detailed assessment by the Department of Corrections of the strengths and weaknesses of the current system. This "system map" was the beginning point for examining what needs to be done in Michigan to reduce parolee

crime (recidivism). Next was developing an organizational structure strong enough to support the weight of the changes needed. The initiative, spearheaded by Governor Jennifer M. Granholm, is overseen by the *State Policy Team* comprised of top level leaders from the Department of Corrections (inmate custody/education/training, the parole decision process and parolee supervision), the Department of Community Health (physical and mental health, alcohol and drug addiction services), the Department of Labor and Economic Growth (housing, adult education, vocational training, employment preparation and employment), and the Family Independence Agency (family and child welfare). (See page 28 for the Organizational Structure for the MPRI).

Decision Point Work Groups, drawn from the Advisory Council and representatives from these four primary state departments, were formed around the seven decision points. These work groups, together with two additional work groups on Inmate Vocational Training and Offender Community Services, generated hundreds of ideas on how to adapt TPCI to create a model unique to Michigan. The co-chairs of each work group – one from Corrections and one from one of the other departments – together with a Resource Team from the Department of Corrections that represents research, policy, custody, inmate services, the Parole Board and parolee supervision – meet regularly as the *Executive Management Team* to review the emerging work and prepare recommendations for the State Policy Team. The State Policy Team makes the decisions that drive the reforms that are the core of the new MPRI Model (see the MPRI Organizational Chart on last page of this report).

Developing the Michigan Prisoner ReEntry Initiative Model

By March of 2004, the work groups and the Executive Management Team (EMT) determined preliminary goals for each of the seven decision points and identified strengths and weaknesses in the existing system. With that work completed, the EMT combined the work groups into three clusters to prevent overlap. Each cluster was assigned co-leaders, a facilitator, a trained recorder, a liaison to work with the other clusters and a researcher so that the process could be managed.

The entire Advisory Council was invited to participate in the cluster meetings in order to provide input and guidance to the process. All total, over 120 of Michigan's best thinkers and planners are at the table working on the design of the MPRI Model. The work is organized around three clusters that address the seven primary decision points and is built on the initial progress of the nine preliminary work groups:

CLUSTER 1	CLUSTER 2	CLUSTER 3
<ul style="list-style-type: none"> Inmate Assessment & Classification Inmate Behavior & Programming (including Inmate Education, Voc Ed and Employment) Inmate Release Preparation 	<ul style="list-style-type: none"> Release Decision Making Parole Supervision & Services Revocation Decision Making 	<ul style="list-style-type: none"> Parole Discharge & Aftercare (including Offender Services)

By June of 2004, several specifically-tasks implementation committees were formed through motions raised and approved during the cluster meetings. All three clusters contribute volunteers to each of the committees formed. These committees and their subsequent subcommittees were created to move forward on specific elements of the MPRI Model that are the essential building blocks of an improved reentry system. Logically, these committees focus on the decisions assigned to Cluster 1:

- The *Assessment and Classification Committee* is charged with determining the “best practices” to inform decisions about new assessment and classification instruments and procedures that could be adopted by Michigan and to develop evaluation criteria to recognize good assessment and classification options. Members of this committee were selected because of their expertise in research and inmate assessment and classification.
- The *Inmate Education, Vocational Training, and Employment (EVTE) Committee* formed two subcommittees: 1) the Case Planning and Transitional Accountability Plan (TAP) Development

Subcommittee and, 2) the Workforce Development Subcommittee, which was formed to plan offender employment services and preparation along several employment or employability “tracks” related to offenders’ potential for the job market.

- The *Pre-Sentence Investigation (PSI) Committee* is charged with addressing the question: What are the implications for the PSI with the revisioning of assessment and classification process, TAP and case planning? Beginning in November, this committee will work “backwards” from the point of inmate reception to determine ways to incorporate the process of assessment and case plan preparation into the field prior to admission to prison.
- The *Victims Services Committee* will be formed in November and charged with addressing ways the MPRI can serve victims’ needs and allay their concerns about offender reentry by improving the victim contact process, community and faith-based victim awareness programming and improved interaction on domestic violence and victim services issues.
- A *Performance Measurement Committee* will be formed in November with new MPRI partners from the Department of Information and Technology to determine how success will be measured for the overall initiative – such as reduced parolee recidivism – and for various decision points within the model. The National Institute of Corrections is expected to assist with this effort.
- The *Pilot Site Committee* was formed comprised of key members of the Executive Management Team. They have been charged with determining the criteria for pilot sites to test the MPRI Model as well as the implications of site selection on the operations of state government agencies involved in the process. Due to the timing of the budget process, recommendations for the MPRI for FY 2006 must be complete by November, 2004.

By September of 2004, many recommendations of the initial work groups, clusters, committees and subcommittees were approved by the Executive Management Team for immediate implementation because they required no change in policy while others were recommended and approved by the State Policy Team on October 20, 2004. The achievements to date for each of the three Clusters are detailed beginning on Page 8.

Achievements: A Wall of Progress for ReEntry in Michigan

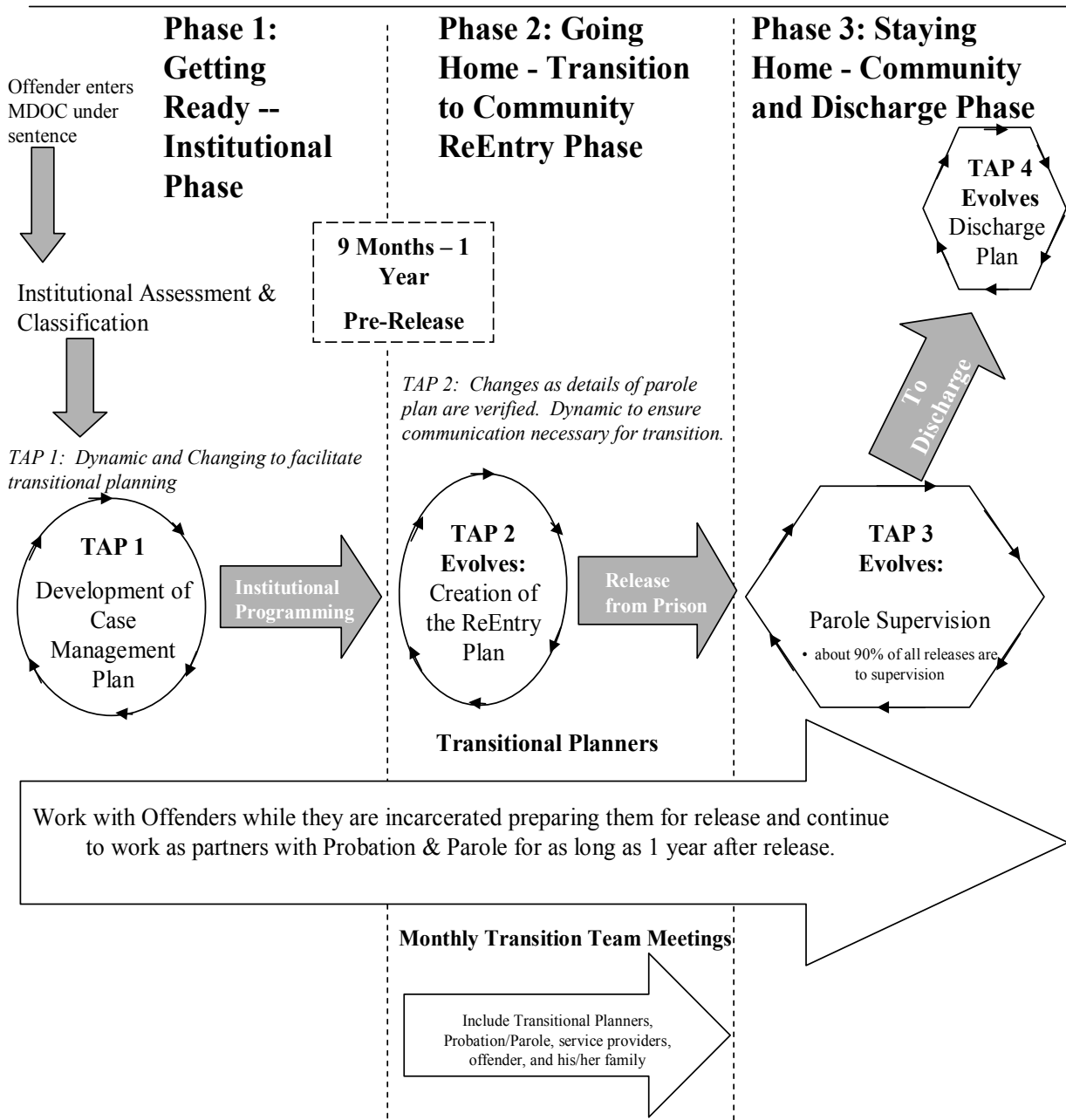
Throughout the first year of planning the MPRI Model, the Executive Management Team attempted to demonstrate elements of the model – that is, one or more of the seven primary decisions points – in as many ways as possible. This resulted in the creation of several “demonstration sites” that are laying the foundation for development of full blown “pilot sites” where the entire model will be implemented and adapted as the work in the trenches operationally tests the changes to the corrections and human service delivery process. Full pilot sites are expected to begin in FY 2005 with funding for gaps in local services funded in FY 2006.

This report includes the MPRI Process Flowchart on page 5, the summary of the emerging MPRI Model and the Executive Team recommendations to the State Policy Team on pages 6 and 7 – all of which were approved on October 20, 2004 - a narrative that describes the details of the progress and achievements to date for the MPRI and the organizational structure of the MPRI on the final page.

These achievements are made possible by the combined efforts of the many managers and staff collaborating in the MPRI from the Department of Corrections, especially Correctional Facilities Administration, Field Operations Administration and Planning Administrations, and our partners at the Department of Labor and Economic Growth (DLEG), the Department of Community Health (DCH) and the Family Independence Agency (FIA). Without the work of these many individuals working under the MPRI organizational structure, no achievements – nor progress – are possible.

MICHIGAN PRISONER REENTRY INITIATIVE

Process Flowchart



SUMMARY

The Emerging MPRI Model & Recommendations to the State Policy Team

These recommendations were approved by the State Policy Team on October 20, 2004

Getting Ready: The Institutional Phase

Decision Point No. 1: Assessment and classification

Focus Areas: Assessment of Risk, Needs and Strengths; Classification Issues

#1: Assessment Instrument: The MDOC and the MPRI adopt the COMPAS assessment tool by Northpointe Institute for Public Management for measurement of offenders' risks, needs and strengths.

#2: Research and Development Approach: A subcommittee be established comprised of members of the Assessment and Classification Committee, additional representatives of the MDOC Reception Center, the Parole Board, Field Operations Administration, additional partners from DLEG, DCH and FIA and treatment providers. The subcommittee charge is to oversee and assist in the implementation of the new risk, needs and strengths assessment process and its integration into the MPRI.

#3: Technical Assistance: The MDOC issue a contract for technical assistance with the testing, norming, implementation and integration of the risk assessment process into MPRI over the subsequent three to five years. The contract amount would not exceed \$50,000 in Fiscal Year 2005, half of which will be funded with grant money obtained by DLEG and half of which will be funded by the MDOC. Funding for additional research, development and implementation in FY 2005 and FY 2006 is expected to be achieved through a concerted effort to obtain foundation support.

#4: Staff Support: The MDOC Policy and Strategic Planning Administration, Office of Research and Planning (ORP), should ensure it has the appropriate level of resources and capabilities to provide data, data analysis and other assistance, including the conducting of necessary program impact evaluations, in furtherance of implementing and integrating the assessment process based on the COMPAS instrument. Recommendations from the administration will be forthcoming in November.

Decision Point No. 2: Inmate behavior & programming

Focus Areas: Case Management, Employability (including Standardized Pre-release Programming, Workforce Development, Real Skills for Real Jobs, Prisoner Education), Tracking and Recording Inmates' Accomplishments, Family Support, Child Support

Recommendations:

#5: Case Plan and TAP Formats: Approve implementation of draft TAP/Case Management Plans (attached) with continued input from staff at MDOC Reception Center.

#6: Training: Develop training timelines, training model, curricula, and training tools for implementation and implement training for appropriate correctional staff on TAP/Case Management Plans. As a result of this development, the impact on partner agencies (MDOC, DLGEG, DCH and FIA) will be determined with recommendations to the State Policy Team regarding budget, staffing and policy.

#7: Electronic Capability: Involve the Department of Information Technology (DIT), at the appropriate time during the implementation process, in developing electronic versions of forms so data can be shared within MDOC and with other stakeholders

Going Home: The Transition to the Community or ReEntry Phase

Decision Point No. 3: Inmate release preparation

Focus Areas: Prisoner Identification, Medicaid Benefits, Community/Prisoner Interaction

Recommendations: None at this time.

Decision Point No. 4: Release decision making

Focus Areas: Parole Processing, Transitional Housing/Community Based Half-Way House Programs, Pilot Demonstration Sites

Recommendations:

#8: Approach: The MRPI should include analyses of community assets, barriers and gaps to determine the extent of community readiness for reentry. This analysis will guide the process of state/local collaboration to demonstrate elements of the MPRI Model and institute full pilot sites as early as possible.

#9: MPRI Partner Agency Involvement/Local Implementation Teams: Each demonstration and pilot site should have local staff and/or local stakeholders from DCH, DLEG and FIA assigned or volunteered to work on implementing the MPRI Model in their community. MDOC should have representatives from both Field Operations Administration (parole) and Correctional Facilities Administration (prisons) assigned as well. This group will become the local Implementation Team after training and coordination issues are addressed.

#10: State/Local Agency Communication: Agency members from the State Policy Team, their representatives on the Executive Management Team, and their representatives from the local Implementation Team should have a formal communication structure in place to aid in state/local information sharing and collaboration. Periodically, all four groups will need to meet to assure opportunity for effective cross-agency and state/local planning.

#11: Staff Support: The MDOC Policy and Strategic Planning Administration should ensure sufficient resources are in place to provide community education, training, monitoring and evaluation.

Staying Home: The Community and Parole Discharge Phase

Decision Point No. 5: Supervision and services

Focus Areas: Monitoring, Interventions, Advocacy, Referrals

Recommendations: None at this time.

Decision Point No. 6: Revocation decision making

Focus Areas: Intensive Detention Jail Beds

Recommendations: None at this time.

Decision Point No. 7: Discharge and aftercare

Focus Areas: Aftercare and Community Services

Recommendations: None at this time.

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WORK GROUP STATUS REPORTS AND ACHIEVEMENTS

Cluster #1 Status Report & Achievements

“Getting Ready” - Preparing Inmates for Release; The Institutional Phase

Much effort has focused on achieving the goals of the Assessment and Classification decision point that includes approaches to fully respond to assessed risk, needs and strengths through a Case Plan. The Case Plan is summarized for the offender in a simple and straightforward Transition Accountability Plan or TAP. Effective assessment and classification, the offender Case Plan and the TAP form the four cornerstones of the Institutional Phase of the emerging MPRI Model. These cornerstones must be clear before planning and development on decision points in the Reentry Phase can begin.

Decision Point No. 1: Assessment and Classification

The Advisory Council was invited to work group meetings in April so key stakeholders could fully participate in the discussions regarding assessment and classification issues. Training was provided by the National Institute of Corrections on the topic of “Offender Risk, Needs, and Strengths Assessments” to educate these stakeholders on assessment and classification so they could effectively assist in the development and planning process. A committee was formed to design or adapt policies and procedures in Michigan’s prison system regarding assessment and classification to lay the groundwork for modification of the existing inmate case planning process. Each of the three clusters provided volunteers for this committee to ensure the perspective of all seven decision points were included.

The *Assessment and Classification Committee* has been diligently working to develop evaluation standards to compare risks, strengths, and needs assessment instruments, choose the best instrument for Michigan, and design a process for implementation of new and adapted policies and procedures. The committee resolved that the risk and classification instrument for Michigan must:

- Identify needs and strengths and measures risk of recidivism.
- Be valid and reliable.
- Be useful for TAP, Case Management, and structured decision making.
- Be appropriate for repeated measures of dynamic factors and risks.
- Be accessible for data and data systems.
- Meet several resource requirements: 1) be cost effective, 2) not negatively impact number of staff required to process, 3) have feasible training requirements, 4) have feasible impacts on work processing time, 4) be highly adaptable.

Several key principles underlie the Michigan Prisoner Reentry Initiative (MPRI). Based on research that shows what works to reduce recidivism, among the most important when considering the Assessment and Classification Decision Point are:

- **RISK:** It is possible to predict which offenders present a greater level of risk of failure on parole.
- **NEED:** The risk of parole failure can be reduced if factors that cause new criminal behavior (dynamic needs) can be changed through treatment, programs and addressing other needs.

- **RESPONSIVITY:** Different offenders respond positively to different treatments and methods of delivery and the selection of programs, treatments and interventions should be based on case specific factors.

Further, any successful effort to reduce parole failures must be grounded in the principles of “Evidence Based Practices”. This means that treatment and program assignments and resources be allocated according to which have shown to be effective at reducing parole failure rates for specific groups of offenders.

These principles require that standardized, accurate and complete assessments of risk, needs and strengths be performed at intake and periodically thereafter. The assessments must identify which offenders are at the highest risk of failure and which programs, treatments and interventions will most effectively reduce each offender’s risk of failure. Periodic reassessment must be done to ensure the degree to which each offender’s risk and needs are being affected at each stage of the MPRI process from intake through discharge and aftercare. Further, assessment must be based on a measurement instrument that is accurate, affordable, understandable and useful for case planning and management.

The Assessment and Classification Committee, comprised of representatives of the MDOC, state agency partners, private service providers and university faculty, was charged with selecting a risk tool that would be the basis for MPRI case planning and management. The committee performed an assessment inventory to determine the current practices used by the Michigan Department of Corrections and an inventory of the best practices in the field. Sample assessments and procedures from across the United States and Canada were reviewed along with current practices in other Michigan agencies.

Based on a review of the current “state of the art” of risk, need and strengths assessment within MDOC and in other correctional jurisdictions and an examination of relevant studies and reports, the choice was narrowed to two options.

- **Level of Services – Case Management Inventory (LS-CMI)** by Multi Health Systems of Toronto, Ontario, Canada
- **Correctional Offender Management Profiling for Alternative Sanctions (COMPAS)** by Northpointe Institute for Public Management of Traverse City, Michigan.

Factors considered in the selection of a Risk, Needs and Strengths Assessment Instrument included:

- Coverage of relevant factors related to causes of new criminal behavior
- Validity and reliability of the instrument
- Usefulness for Case Planning, Management and Decision Making
- Usefulness for tracking changes in offender risk, needs and strengths over time
- Data and System requirements to implement
- Staff, training and monetary costs
- Adaptability

A review of published studies and reports regarding each instrument was conducted by the committee. The two potential vendors were brought in for a half day intensive presentation and question/answer session with the Assessment and Classification Committee. Finally, a telephone survey of other jurisdictions with experience with one or both instruments was conducted.

Perhaps the most important variable the committee considered was regarding adaptability as neither instrument has the capability, as expected, to be “user ready” for the MPRI. Rather, the process is one of research and development. At the conclusion of the review, the committee voted to recommend adoption of the COMPAS instrument.

Recommendations

#1: Assessment Instrument: The MDOC and the MPRI adopt the COMPAS assessment tool by Northpointe Institute for Public Management for measurement of offenders' risks, needs and strengths.

#2: Research and Development Approach: A subcommittee be established comprised of Assessment and Classification Committee members, additional representatives of the MDOC Reception Center, the Parole Board, Field Operations Administration, additional partners from DLEG, DCH and FIA and treatment providers. The subcommittee charge is to oversee and assist in the implementation of the new risk, needs and strengths assessment process and its integration into the MPRI.

#3: Technical Assistance: The MDOC issue a contract for technical assistance with the testing, norming, implementation and integration of the risk assessment process into MPRI over the subsequent three to five years. The contract amount would not exceed \$50,000 in Fiscal Year 2005, half of which will be funded with grant money obtained by DLEG and half of which will be funded by the MDOC. Funding for additional research, development and implementation in FY 2005 and FY 2006 is expected to be achieved through a concerted effort to obtain foundation support.

#4: Staff Support: The MDOC Policy and Strategic Planning Administration, Office of Research and Planning (ORP), should ensure that it has the appropriate level of resources and capabilities to provide data, data analysis and other assistance, including the conducting of necessary program impact evaluations, in furtherance of implementing and integrating the assessment process based on the COMPAS instrument. Recommendations from the administration will be forthcoming in November.

Fiscal Year 2006 Policy and Budgetary Implications for State Agencies

MDOC: \$50,000, half of which has been raised through a grant by the Department of Labor and Economic Growth that will cover the costs in FY 2005 for norming and implementing risk assessment instrument and training of MDOC staff in administration and interpretation of instrument. In terms of policy, the MDOC will need to recognize COMPAS as primary risk, needs and strengths assessment for MPRI cases and determine how and when MDOC policy and procedure requires modification.

DLEG, DCH, FIA: Staff time only. No costs or policy implications expected in 2005. MDOC needs staff time to begin process of data and information sharing related to input to risk assessment and transmission of risk, needs and strengths outcomes.

The EVTE Committee has obtained a federal grant through the Department of Labor and Economic Growth that provides funding for activities related to the assessment process. This DLEG federal grant will cover half of the \$50,000 costs for research and development in FY 2005.

These recommendations were approved by the State Policy Team on October 20, 2004.

Decision Point No. 2: Inmate Behavior and Programming

As a result of the assessment process, prison staff will engage in a series of decisions that will affect inmate behavior by managing the offender's risk including proper inmate classification and assignment to programs to address: 1) Issues related to risk - for example, anger management and improved cognitive functioning, 2) Inmate's needs such as academic and vocational, education, or alcohol and drug addiction, 3) Ways to build whatever strengths the offender has that can contribute in a meaningful way to family and community life after release. This decision point is concerned with four primary issues:

Case Management: The case management process is used to arrange, advocate, coordinate, and monitor the delivery of a package of services needed to meet the specific offender's needs. During the Institutional Phase of the MPRI, select prison staff will function as case managers and it is expected that a Case Management Team including representatives from community service providers will assist. As offenders prepare for release and adjust to community supervision, their parole officer will eventually become the primary case manager – but again, as part of the overall Case Management Team. When they are successfully discharged from supervision, staff from a human service agency may assume case management responsibilities for former inmates who choose to seek services or support.

Employability: Since successful employment is a major factor in reducing recidivism, offender involvement in employability skills programming is critical to the reentry process. The emerging MPRI Model includes significant input and involvement from employment training agencies such as Michigan Works! and Goodwill and will require the continued involvement of business and corporate communities. Education improves employability; so obtaining a GED and job skills is critical. Standardized pre-release programming that includes a primary focus on employment is another essential component.

Tracking and Recording Inmates' Accomplishments: Inmates' ability to effectively communicate their strengths, many of which they will gain from the rehabilitative aspects of their prison terms, so that potential employers and members of their support network are clear about what they have to offer upon their release, is another critical element of the emerging MPRI Model. The development of "portfolios" that serve as evidence of educational, vocational and program attainments are seen as a "passport" to the community. As one inmate involved in one of the demonstration projects stated during an interview, "If it isn't written down, it isn't real." The portfolios provide a record from which parole plans (reentry plans) are drawn and thus represent a bridge from the Institutional Phase to the ReEntry Phase of the MPRI process. As portfolios are completed, they provide the framework for the Release Preparation decision point that occurs 9-12 months prior to an inmate's targeted release date.

Family Support: An important consideration that can greatly affect an inmate's behavior in prison is continued connection with family members. Concerns about inmates' children, for example, can be an aggravating factor contributing to misbehavior as inmates' feelings of helplessness and concern give rise to unacceptable decisions. Misconducts occur and inmates' chances for release, and family reunification, diminish as the likelihood of parole approval is reduced by their behavior. Thus, this decision point also includes issues related to family support and child visitation.

Case Management

The two primary tools for the Inmate Behavior and Programming decision point are the *Inmate Case Management Plan* and its summary, the *Transition Accountability Plan (TAP)*. The Case Plan and TAP will integrate offenders' transition from prisons to communities by spanning phases in the transition process and agency boundaries. The Case Plan and TAP are collaborative products involving prison staff, the offender, the releasing authority, community supervision officers, human services providers (public and/or private), victims, and neighborhood and community organizations.

The inmate Case Management Plan and TAP describe actions that must occur to prepare individual offenders for release from prison, define terms and conditions of their release to communities, specify the supervision and

services they will experience in the community, and describe their eventual discharge to aftercare upon successful completion of supervision. Thus, as the Case Plan is implemented, the TAP is updated and becomes more defined over time in terms of the specifics of the inmate's release plans. There are then four distinct TAPs, one at each of the four phases of the model (see diagram on page 6). The overall objective of the Case Plan and TAP is to increase both overall community protection by lowering risk to persons and property and by increasing individual offender's prospects for successful return to, and self-sufficiency in, the community.

The Case Plan and TAP are structured around a target release date that will be developed within the framework of Michigan's releasing authority, the Michigan Parole Board. The target release date is a cornerstone for transition planning. The target release date is not a guarantee. Rather, it connotes a strong expectation that all parties—the facility, the releasing authority, and the inmate—will abide by the terms of the plan, and that if inmates achieve the elements described in the TAP and maintain good behavior while confined, they will be released on the target release date.

The Case Plan and TAP reduce uncertainty in terms of release dates and actions (and timing of actions) that need to be taken by inmates, prison staff, the Parole Board, community supervision staff, and partnering agencies. Increased certainty will motivate inmates to participate in the rehabilitation process and to become engaged in fulfilling their responsibilities and will ensure that all parties are held accountable for timely performance of their respective responsibilities. The Case Plan and TAP reflect concerns for accountability, public safety, restoration, treatment and offender success that will be built into the policies that result from the implementation of the emerging MPRI Model:

- **Accountability:** Target release dates will vary in proportion to the severity of offenders' crimes and their compliance with the terms of the Case Plan and TAP;
- **Public Safety:** Target release dates and conditions of supervision will vary directly with offenders' predicted risk of re-offending;
- **Restoration:** The Case Plan and TAP may require restitution to victims or service to the community, or both, and will cover the eventual discharge of successful offenders from the terms, limitations, and stigma of their sentences;
- **Treatment:** The Case Plan and TAP will cover interventions intended to reduce offenders' dynamic risk factors and thereby reduce their risks of recidivism;
- **Success:** The Case Plan and TAP will cover interventions, services and information intended to improve offenders' successful reintegration into communities, attain self-sufficiency, and avoid relapse.

The Inmate Education, Vocational Training and Employment Committee is charged with the design and implementation of the Case Planning and TAP process and formed a subcommittee to focus on this critical work. The subcommittee is comprised of volunteers from all three clusters so that the perspectives of all seven decision points are considered during the planning process. The subcommittee is developing the Case Plan and TAP built on six principles suggested by the National Institute of Corrections from their Transition from Prison to Community (TPCI) Model:

1. The Case Planning and TAP process starts during an offender's classification soon after their admission to prison and continues through their ultimate discharge from community supervision.
2. The Case Plan and TAP define programs or interventions to modify individual offender's dynamic risk factors that were identified in a systematic assessment process.
3. The Case Plan and TAP are sensitive to the requirements of public safety, and to the rational timing and availability of services. In an ideal system, every inmate would have access to programs and services to modify dynamic risk factors. In a system constrained by finite resources, officials need to rationally allocate access to services and resources using risk management strategies and the principles of Evidence Based Practices as the basis for that allocation.

4. Appropriate partners should participate in planning and implementing individual offender's Case Plan and TAP. These include the offender, prison staff, releasing authorities, supervision authorities, victims, offenders' families and significant others, human service agencies, and volunteer and faith-based organizations.
5. Individual Case Plans and TAPs delineate the responsibilities of offenders, correctional agencies and system partners in the creation, modification, and effective application of the plans, and hold them accountable for performance of those responsibilities.
6. Case Plans and TAPs provide a long-term road map to achieve continuity in the delivery of treatments and services, and in the sharing of requisite information, both over time and across and between agencies.

The Case Management Plan is the unifying document that contains:

- Results of individualized assessments, and periodic reassessments, of the prisoner's risks, needs, and strengths. As such, it is a fluid document that is constantly updated.
- Goals and recommendations to reduce risks, address needs and build strengths
- Current Parole probability (while incarcerated) which is likely to change over time as a result of offender behavior and demonstrated impact of treatment and interventions.
- Specific, measurable objectives to attain the goals, identifying the accountable providers.

The Transition Accountability Plan (TAP) is the brief summary of the actions needed to result in successful parole, and forms a contract with the prisoner to assure the actions are taken. At each stage of the MPRI process, the TAP will be revised according to the inmate's accomplishments and the specific status of the Case Management Plan. There are four distinct TAPs that evolve throughout the process (See MPRI Flow Chart). The first TAP is the subject of the committee's recommendations.

The recommendations to the State Policy Team on the Case Plan and TAP have been developed after an analysis of the TPCI model, a review of current practices nationwide, and extensive input from all interested stakeholders, including all clusters and the Executive Management Team. These documents will capture relevant information in a transferable format, with intent to computerize data and consolidate or eliminate current forms in the future.

Case Management Recommendations

#5: Case Plan and TAP Formats: Approve implementation of draft TAP/Case Management Plans (attached) with continued input from staff at MDOC Reception Center.

#6: Training: Develop training timelines, training model, curricula, and training tools for implementation and implement training for appropriate correctional staff on TAP/Case Management Plans. As a result of this development, the impact on partner agencies (MDOC, DLGEG, DCH and FIA) will be determined with recommendations to the State Policy Team regarding budget, staffing and policy.

#7: Electronic Capability: At the appropriate time during the implementation process, involve the Department of Information Technology (DIT) in the development of electronic version of forms so that data can be shared within DOC and with other stakeholders

Fiscal Year 2006 Policy and Budgetary Implications for State Agencies of Recommendations

MDOC: The approval to adapt, as part of the implementation process, existing policy and procedure relative to case planning. This process will be handled according to existing, formal protocol within the department. The

development of training materials and programs are expected to have costs, yet to be determined. The committee will recommend both cost revenue sources and expenditures within the next 30 days.

DLEG, DCH, FIA: As a result of the development of an implementation plan, the committee, which includes representatives from each of these state agencies, will determine activities of agency and develop recommendations for budget, staffing and policy changes, if needed.

DIT: The Executive Management Team has recognized the importance of involving the Department of Information and Technology in the MPRI process. This is suggested to begin as attention is focused in the next 90 days on the development of Performance Measures for the MPRI as well as through the committee structure.

These recommendations were approved by the State Policy Team on October 20, 2004.

Employability

The Department's vocational and educational staff have worked within the ReEntry Initiative to: design and implement a standardized program for inmate release preparation; design and implement an offender "portfolio" that can be used by the inmate to prepare for release by assisting with job searches; and form a department-wide, state/local Transitions Curriculum Committee to continue planning and implementation for inmate preparation. As professional educators and trainers, the Department's vocational/educational staff has taken the lead on developing those aspects of the MPRI Model that focus on employability and inmate preparation for release through the Inmate Education, Vocational Training and Employment Committee (EVTE).

Standardized Pre-Release Programming: MDOC facilities have provided pre-release programming throughout the system on an irregular basis, with programs varying by facility. Approximately 10,000 prisoners are released each year and to facilitate their successful transition into their communities a core program provides a minimum base of training and materials preparation. Additionally, as resources are stretched thinner, it is equally important that state and community agencies be assured a standardized base of programming. The standardized pre-release program has been designed for this purpose. Staff from all CFA facilities are trained in program delivery. Implementation was initiated in the spring of 2004.

The pre-release program was prepared by Education staff with input from a large variety of state and local agencies and was reviewed by members of the MPRI Executive Management Team. The standardized pre-release program contains sections covering self awareness, job search skills, job keeping skills, and community reintegration. Prisoners who complete the program will have a working application and resume, and will have been assisted in obtaining needed personal documentation. They will have practiced mock interviews, and been trained in the "soft" skills necessary for success. They will also have been given current and up-to-date information on community resources and technology. The program is designed to better prepare the prisoners and avoid duplication of effort on the part of the community.

Workforce Development: The EVTE Committee is also charged with the design and implementation process in the MPRI Model of improvements to inmate preparation for employability that focus on outside agency input and formed a subcommittee to focus on this critical work. There are volunteers from all three clusters on this subcommittee so that the perspectives of all seven decision points are considered during the planning process. The subcommittee is developing inter-relationships with agencies that have a primary focus on the employment of Michigan citizens, especially those with special needs. In addition to the involvement of the MDOC and DLEG, the subcommittee includes representatives from Michigan Works!, Michigan Rehabilitation Services, Goodwill Industries, Inc., MARO Associates – which represents non-profit agencies in the workforce development arena and others. The Workforce Development Subcommittee met on several occasions to discuss issues in the development of workforce potential. Four categories for development have been identified:

- Workforce Capable - Jobs for those who can succeed with minimal support.
- Apprentice Readiness - Employment to prepare higher functioning prisoners to enter apprenticeships.

- Special Needs - For prisoners with handicaps who are eligible for Michigan Rehabilitation Services and other similar agencies.
- Social Enterprise Potentials - Special jobs “grown” for offenders.

Real Skills for Real Jobs: The Prison Build Program: Restorative Justice encourages holding offenders accountable by requiring them to repair the harm they inflict on victims and communities. As an excellent example of Restorative Justice, inmates help build homes in Michigan communities through a partnership with Habitat for Humanity. Inmates learn construction trade and horticulture skills in prison education programs. Upon program completion, prisoners participate in Prison Build projects where they apply the skills they have learned to help restore neighborhoods. Sweat equity is a realistic accomplishment for many inmates who are enthusiastic at the opportunity to communicate remorse for their misdeeds and give something back to the community they hurt. Whenever possible, inmates also assist in the demolition and cleanup process of abandoned buildings.

Prisoner Education: Academic education is mandatory for all prisoners without a verified GED or high school completion. Every correctional facility school is a GED Testing Center, with examiners on site who administer the GED exam. At any given time, approximately 20% of the prison population is enrolled in academic programming. These are students who did not complete high school, and who often associate school with failure. The majority of these prisoners function below grade level and require remediation. The MDOC educators provide individualized instruction to these prisoners. Approximately 1,600-2,000 prisoners have successfully completed the GED each year for the last five years.

Career and technical education programs prepare inmates for release to the community by providing training in skills needed to obtain and keep employment. In addition to training in 11 different trade areas, technical training also includes assessment and counseling, computer literacy, technical math, employment search and applied skills. Finally, the EVTE is currently working in four other areas to examine potentials:

- Apprenticeship Programs: A special Subcommittee on Apprenticeships has been formed with the federal Department of Labor, Michigan Office; Michigan Rehabilitation Services; and, DLEG. This subcommittee is charged with reinstituting Apprenticeship Readiness training capability in the prisons.
- Social Enterprise Jobs: The potential for Social Enterprise employment, modeled after similar efforts by agencies such as Goodwill for developmentally disabled citizens, is being explored.
- Employer Education: The EVTE Committee has recently completed a video that explains the employment preparation inmates undergo so employers can be educated and working with Michigan Works! to develop opportunities to engage employers in active discussions on inmate and parolee employment.
- Increased Efficiencies: Finally, examination is underway by the EVTE Committee to determine how the prisoner vocational education program, the Prison Build Program and Michigan Prison Industries can increase collaboration in their approaches for inmate preparation for release.

Tracking and Recording Inmates' Accomplishments

The Prisoner Portfolio is the means by which information is transmitted from the prison to the community. Designed by a variety of staff from multiple agencies, and reviewed and improved by ReEntry members, the portfolio is divided into two sections: One contains information to be taken on job interviews, such as personal documents, resumes, educational completions, etc.; and the other contains personal information helpful for obtaining community services.

A barrier discovered in the course of preparing the portfolio was prisoner unwillingness to take materials obtained in prison into the community. Although the prison prepared prisoners and provided certificates and documents, the community has often been unaware of the accomplishments, and spent resources in duplication of services. As prisoners and the community become aware of the portfolio and the importance of sharing its

contents, a smoother transition will occur: prisoners will understand the need for the portfolio, and parole agents and community agencies aware of its existence will be able to utilize it.

The EVTE Committee obtained a federal grant through the Department of Labor and Economic Growth that provides funding for activities related to the portfolios (\$10,000 per year for two years) as well as funds for professional development (\$14,000 in FY 2005 and \$5,000 in FY 2006).

Family Support

The Department is partnering with the Volunteers in Prevention (VIP) Mentoring Program for Children of Prisoners. VIP received federal grant funds in FY 2004 for this program. Since implementation of this program, 53 matches of children to mentors have been made in Wayne County. The Department worked closely with VIP to develop standards to identify children of prisoners who would be most appropriate to participate in mentoring relationships. The VIP Mentoring Program has been in operation in all Michigan prison facilities since March 2004 and has been more successful than anticipated, already identifying over 600 children and their caregivers. The Department's identification process for VIP begins with the prisoners. As each prisoner is transferred to a facility, he or she views a video on the VIP Mentoring Program and is given a brochure which invites their children to participate. Once a child is identified, the caregiver is contacted by VIP and the child and their caregiver are scheduled for an orientation that results in a match to a trained and screened mentor. It is the Department's vision to see this program available to children of prisoners in every county.

Another aspect of family support has been instituted. Camp New Day is a week-long experience tailored for children 9-14 years of age who have a family member in prison. The camps are offered free of charge to these children. The cooperative prison ministry, including Episcopalians, Lutherans, Methodists, Presbyterians and Roman Catholics brought this camping experience to Michigan and provides all funding for this program. In summer, 2004, three sessions were offered and over 60 children were able to participate in this camping experience in the Upper Peninsula.

Over 45,000 people are incarcerated in Michigan's prisons. Of these, over 2,000 are women, with approximately 1,200 of them from Wayne County. Eighty percent of these female offenders are mothers of whom the majority were primary caregivers for their children prior to imprisonment. The lives of these children have been drastically disrupted. Research indicates that mother/child separation due to incarceration is a major contributor to the increasing inter-generational criminal activity. When mothers are incarcerated, their children serve the harsher sentence. Their world of stability and security is shattered, leaving them angry and afraid. Assisted by a coalition of citizens and child welfare, correctional and justice officials, the Michigan Council on Crime and Delinquency (MCCD) established the Children's Visitation Program (CVP) in 1988. CVP serves the needs of children whose mothers are in prison. Support from the Skillman Foundation assisted MCCD in implementing and expanding this important program. Currently, CVP is supported by funding from United Way, the Michigan Family Independence Agency, and the Wayne County Department of Community Justice. In-kind support is provided by churches, social service agencies, and the Michigan Department of Corrections.

Child Support

The legislature recently passed a law that requires the Friend of the Court (FOC) to conduct a child support review whenever it learns a person is being incarcerated or released from incarceration (Public Act 207 2004). This has presented us a great opportunity to work with the FOC to collaborate to ensure the reviews are conducted timely. Timing of the reviews is critical in terms of the amount of support that accrues. The critical issue with child support is that once arrears are accrued, they generally cannot be modified retroactively. Prisoner's who don't file motions to modify their support can end up with tens of thousands of dollars of arrearages they typically cannot get waived upon release. With such huge arrearages, many ex-offenders automatically lose 50%-60% of their paycheck, which is significant disincentive to lawful employment. The MDOC is currently working with FOC to establish a system which will be in place in the reception centers and the other prison facilities by the time this law goes into effect next summer.

Decision Point No. 3: Inmate Preparation for Release

This decision point covers the development of the Reentry Transition Accountability Plan and focuses on the final 9-12 months of an inmate's prison term. Issues related to prisoner identification, eligibility for benefit programs such as Medicaid, and an examination of the interactive process between community representatives and inmates is being explored.

Prisoner Identification

Many former prisoners report encountering problems after being released from prison and returning to their home communities because they do not have acceptable identification issued by the State of Michigan. There is a growing body of opinion that obtaining identification as an ex-offender is difficult and time consuming, making it difficult to cash a check, obtain housing, acquire a job, or secure other benefits to which they may be entitled. Organizations such as the Reentry Working Group of Western Michigan Legal Services and the Kalamazoo Criminal Justice Council have actively identified this as a problem and have worked with the MDOC and the Department of Secretary of State to resolve it.

Over the last several months, the Secretary of State and the MDOC piloted a study to determine the magnitude of the problem. From May through August, 2004, the pilot in the Kent County Office of Probation and Parole tracked 116 parolees who did not have a state issued ID or driver's license. Of these, many were described as not having made an earnest effort to acquire an ID, or were in the process of gathering the documentation needed in order to do so. Only one case was described as being so problematic that it had to be referred to a central Secretary of State Office. The most conclusive finding was that, on average, it was taking about 3-5 weeks for a parolee to receive their ID or license in the mail. Two steps have been taken within the MPRI Model development process:

- In the development of the Case Management Plan and TAP, information will be collected during the prison intake process about state-issued ID and a plan will be put in place to obtain the ID while the prisoner is incarcerated. The goal is to avoid this becoming an issue upon release.
- How to obtain identification is now incorporated into the pre-release curriculum. Documentation to be presented to the Secretary of State in an effort to acquire ID will be included in the prisoner's portfolio with other important documentation the prisoner will take with him or her upon release. The task now is to confirm that all pre-release programs are fully implementing this aspect of the curriculum, and to do a follow-up to determine whether all of these steps combined result in solving the ID problem among offenders released to parole.

Western Michigan Legal Services has worked with the Legislature and several bills have been introduced in the Michigan House of Representatives to facilitate prisoner identification upon release. These bill are expected to be debated in committee in FY 2005.

- HB 5933 *Criminal I.D. Card* (Hoogendyk) - Requires issuance of identification card and copies of other identifying documents upon release from prison.
- HB 5934 *Convicted Prisoner I.D.* (LaSata) - Requires statement of correct name and other identifying data from convicted prisoners.
- HB 5935 *Prisoner Debit Card* (Reeves) - Provides issuance of debit card to access the prisoner's institutional account if he or she has money remaining in account upon release.
- HB 5936 *Prisoner Driver License Application* (Lipse) - Includes corrections identification card in forms of identification necessary to apply for driver license.
- HB 5937 *Prisoner State I.D. Card Application* (Wenke) - Includes corrections identification card in forms of identification necessary to apply for a state identification card.

Medicaid Benefit

Prisoners are now able to suspend their Medicaid eligibility instead of canceling it. Medicaid benefits are immediately reinstated upon release. Consistent with interest at the national level, Michigan has begun to address the issue of prisoner eligibility for federal entitlements over the last few months through the work of the MPRI. Prisoners cannot receive cash benefits while incarcerated. So, for those receiving Medicaid and social security payments prior to becoming incarcerated, past policy and practice required those benefits be terminated upon incarceration. **State policy has now been changed so that, rather than termination, eligibility for these benefits can be suspended while the person is incarcerated, and can be reinstated upon release given that eligibility criteria are still met.**

Also being addressed is development of a process whereby prisoners who, based upon pre-screening, may be presumptively considered eligible for federal benefits, will be encouraged and assisted in making application for such benefits while incarcerated. For those who may be eligible during the intake process, application may be made at that time to take advantage of benefits which may be available during incarceration (e.g. certain hospitalization coverage). For others, application for benefits will occur during pre-release preparation so that, if determined to be eligible, all necessary processing will have been completed and benefits will be available to the offender immediately upon his or her release from prison. Planning and operational details are being worked through by staff from the MDOC and its partners-- FIA, DCH, and SSA.

Community/Prisoner Interaction: The Macomb Project

One of seven developing demonstration sites (see next section), the M.A.C.O.M.B. Project (Macomb's Answer for Community-Orientated Model Behavior) exemplifies the highly-motivated and collaborative thinking among key stakeholders including community and religious leaders, treatment providers, local law enforcement representatives, and staff from Macomb County Probation and Parole and prison officials and staff at the Macomb Correctional Facility. The group has initiated the "M.A.C.O.M.B. Eleven" pilot reentry program, which is a team management approach targeting 11 inmates at the Macomb Correctional Facility who are expected to parole to Macomb County within the next year. The reentry team is comprised of a parole officer and parole supervisor, the felony drug court supervisor, a dual-diagnosis therapist from Community Corrections, a Michigan Works! case manager, a substance abuse therapist, an FIA representative, and a RUM/ARUS from the Macomb Correctional Facility.

All of these pilot team members are members of The M.A.C.O.M.B. Project. The non-MDOC members are donating their time and services at this point due to the experimental nature of this program. The plan is for the team to meet collectively with the inmates at the prison during the pre-release stage and continue to meet collectively at the Parole Office with the offenders after they parole for regular progress reviews. Mt. Clemens Parole Agents are working closely with the project and are actively facilitating its implementation. In addition to the preliminary work, they will be supervising the cases upon parole.

Speakers Series

Several MDOC correctional facilities have implemented a weekly speaker series. Speakers have included representatives from the Secretary of State and Social Security Administration. Some of these same prison facilities have also trained facilitators to teach parenting, cognitive restructuring and transitional skills groups.

Cluster #2 Status Report & Achievements

“Going Home” - The Reentry & Community Phases

Decision Point No. 4: Release Decision Making

This decision point includes parole processing and refinement of parole guidelines. Thus far in the planning process, focus has been on development and implementation of specially designed reentry transition programs (halfway houses) and development of demonstration sites that exhibit certain key elements of the emerging MPRI Model. Once a demonstration site begins to engage each and every stage of the model, the term “pilot site” is used. Currently, only one full pilot site exists -- the Wayne County Walk With Me Program that has been funded for two years by the Department of Justice. The work of this cluster on the release decision-making process will continue in November.

Parole Processing

Parole processing has been improved in three areas under the MPRI:

- The Continuance Review Project was implemented to accelerate the consideration of the lowest-risk inmates in the system who had previously been denied parole. The Project concluded in August of 2004. Prisoners who met the criteria to be reviewed under CRP had to be serving for a non-sex offense and be incarcerated in Level I or Level II. The prisoners who have been reviewed had previously received a continuance action and were considered by the Parole Board approximately 2-4 months prior to their originally scheduled interview. When paroled, the projected prison bed days saved was substantial: To date 1,320 prisoners affected by the Project have been released on parole and approximately 69,415 prison bed days have been saved. This is an average of approximately 52.6 bed days for each parole case and equates to the opening of over 190 prison beds (annualized). The cost “savings” is thus estimated at over \$5.5 million.
- New Guidelines for the Use of Fixed Date Paroles have been instituted. In general, the Parole Board now grants Fixed Date paroles only in the following instances:
 1. In the instance of a recent Serious Institutional Misconduct or a series of recent multiple Major Misconducts prior to the Parole Board.
 2. Parole Violation returns that are diverted to PVDP (Parole Violation Diversion Program). The parole action is fixed on a date six months out that allows for a parole upon completion of the six-month program.
 3. Parole Violation cases in general in the instances that the violator is ineligible for PVDP. This action is taken instead of a 12-month continuance. It is essentially the middle ground between the NFD and the 12-month continuance.
 4. As an affirmation of a previous continuance action. This may be a Parole Violator who was previously continued and the Fixed Date allows parole release at the expiration of the prior continuance.
 5. Suspended cases. The case was initially given a regular parole either on the ERD (Earliest Release Date) or NFD (No Fixed Date). Information subsequently received by the Parole Board (prior to release), usually a new Major Misconduct, invokes a suspension.

The Parole Board rarely grants Fixed Date paroles for reasons other than those listed above. This was demonstrated by the most recent NFD project and the relative infrequency with which Fixed Date paroles were granted for other than the reasons listed.

- A new Conditional Reintegration Program (CRP) has been implemented for nonviolent inmates past their Earliest Release Date who previously were not approved for parole, allowing them to be placed into community corrections centers and on electronic monitoring as a transitional phase towards parole after four to six months of exceptional conduct in prison.

Transitional Housing/Community-Based Half Way House Programs

The Genesee County Parole ReEntry Program (G-Prep): The Department of Corrections instituted the Genesee County Parolee ReEntry Program, which reduces the substance abuse relapse and recidivism of parolees who have serious alcohol and drug addictions through a one-year, two-phase program that emphasizes transitional housing, employability training and employment, family reunification, and continued substance abuse counseling. The program is funded with federal Byrne Grant monies and has a rigorous evaluation component being conducted by Michigan State University. G-Prep begins in the prison setting with the Residential Substance Abuse Treatment Program or RSAT.

RSAT reduces recidivism. Treatment compared to control groups show improvements for being drug free at 6 mos. 88% to 58%, 12 mos. 80% to 47%, 24 mos. 70% to 44%, 36 mos. 61% to 44% and saves on average \$1212 per offender for reduced prison stay. Stats are notably higher for women. This performance is expected to improve when the RSAT is followed by G-Prep.

The Females in Transition Program (FIT): The Department is instituting Michigan's first community-based half-way house for female inmates, the Females In Transition Program, which begins with a phase of release preparation for inmates and then provides a six-month transition stage from prison to the community developed by a joint committee of MDOC prison, parole board, and parole supervision authorities and Wayne County service providers. Nearly 100 women, who would not otherwise have been paroled, have been granted paroles to the half-way house, operated by Elmhurst Home, Inc. in Detroit. The program began accepting parolees in late March 2004. Funding for the program, which includes an emphasis on cognitive restructuring, family reunification, employment, and drug counseling, has been provided by the MDOC.

The number of women enrolled compared to the number of failures to date is 91 to 11, or a 12% failure rate. The base line for comparative purposes is an expected 36% failure rate based on parole outcome data from first paroles of female offenders in 1995. 25 have graduated with only 3 known absconders from supervision.

Mentally Ill and Geriatric Prisoners; Potential Demonstration Projects: The Department implemented studies of the Michigan inmate population in two areas, the Geriatric Prisoner Study and the Mentally Ill Prisoner Study, that will help determine the extent to which, if any, transitional housing such as community-based half-way houses and services in the areas of employability/employment, substance abuse/mental health counseling, etc., could aid the release of prisoners who lack structured Parole Plans (TAPs) and are therefore not approved for parole.

Veterans Program: Under our ReEntry partnership, the Department is working to obtain funding for a similar half-way house approach, the Incarcerated Veteran's Transition Program, for up to 30 inmate veterans who are at risk of being homeless within 18 months of their release based on their histories of addiction. Representatives from the Department of Labor and Economic Growth – through their Employment Services Agency that provides services for veterans in cooperation with the federal Department of Veteran's Affairs and their Michigan State Housing Authority – and the MDOC have formed a partnership with two human services agencies in Grand Rapids, Michigan, to pilot a program once funding is established.

Demonstration and Pilot Sites

As part of the Transition Accountability Plan, develop methodology for building with community partner agencies offender re-entry plans that specifies housing, employment, conditions and restrictions of supervision based on risk and access to programs, services, supports. Human service agencies are to coordinate with the supervision authority to deliver needed programs and support.

Ways to achieve this goal will be put to the test in several demonstration and pilot sites as part of the MPRI developmental process¹. A *Pilot Site Committee* has been formed and is comprised of key members of the Executive Management Team. They have been charged with developing the plan for pilot sites to test the MPRI Model as well as determining implications of site selection on the operations of state government and local agencies involved in the process.

Improved parole planning that involves prison staff, parole supervision representatives and community agencies will better prepare inmates' for release and reduce crime. Comprehensive re-entry or parole plans linking offender needs directly to community resources which are able to meet those needs makes it more likely that the Parole Board will reach a decision in favor of parole.

Assistance in the areas such as housing, employment placement or training, treatment or other service needs and family reintegration can be arranged in an integrated parole plan, together with an individually designed supervision strategy to offer the best system of support for offenders returning to their communities. Demonstration sites can show how interaction between community representatives and institutional staff can improve the system capability to deliver services in a timely manner that are clearly focused on the most important "transition" in the process, the transition from the prison to the community.

For the most part, the Demonstration Sites that are being reviewed span three distinct decision points (Release Preparation, Release Decision Making, and Community Supervision and Services) and, as such, span the final two phases of the MPRI: Going Home, and Staying Home.

The importance and value of using demonstrations to experiment with various aspects of the emerging MPRI Model is that they can help to show that improved reentry reduces crime and that implementation in the community of the MPRI can occur as planned. For example, the Residential Substance Abuse Treatment (RSAT) program that is in place in the Michigan Prison System is proven to reduce recidivism, reduce relapse and save taxpayer money. Communities that are engaging in re-entry planning must be assessed, ongoing training and must implement the MPRI Model in a consistent fashion.

The Committee process that is in motion includes an opportunity for each of the sites to provide written information to the Committee on the community assets that they will bring to the table for the MPRI as well as an indication of barriers they are or may be facing – such as interagency conflicts in policy – and, importantly, gaps in services that will need to be addressed to help assure improved parolee success.

Due to the timing of the budget process, preliminary recommendations for budget issues affecting the MPRI for FY 2006 must be complete by early November, 2004. Presentations by each of the sites that are currently known to be active to the Pilot Committee are expected to take place on October 28th. This process is intended to provide sufficient information upon which to base policy and budgetary recommendations for the FY 2006 budget. Other sites, as well as a potential statewide demonstration of Reentry for Mentally Ill inmates will also be considered.

¹ An important distinction is being made between a "demonstration site" and a "pilot site". A Demonstration Site is involved with one or more of the seven MPRI Decision Points. Once a site engages all of the seven Decision Points, the term "pilot site" is used to indicate that the entire MPRI Model is being implemented.

Recommendations & Impact on State Agency Partners:

#8: Approach: The MRPI should include analyses of community assets, barriers and gaps to determine the extent of community readiness for re-entry and this analysis will guide the process of state/local collaboration to demonstrate elements of the MPRI Model and institute full Pilot Sites as early as is possible.

#9: MPRI Partner Agency Involvement/Local Implementation Teams: Each Demonstration and Pilot Site should have local staff from DCH, DLEG and FIA assigned or volunteered to work on implementation of the MPRI Model in their community. The MDOC should have representatives from both the Field Operations Administration (parole) and the Correctional Facilities Administration (prisons), assigned as well. This group will become the local Implementation Team after training and coordination issues are addressed.

#10: State/Local Agency Communication: Agency members from the State Policy Team, their representatives on the Executive Management Team and their representatives from the local Implementation Team should have a formal communication structure in place to aid in state/local information sharing and collaboration. Periodically, all four groups will need to meet to assure opportunity for effective cross-agency and state/local planning.

#11: Staff Support: The MDOC Policy and Strategic Planning Administration should assure that sufficient resources are in place to provide community education, training, monitoring and evaluation.

These recommendations were approved by the State Policy Team on October 20, 2004.

Current and Active Demonstration and Pilot Sites

1. SVORI Walk With Me/ Wayne County/ Detroit - Original Michigan re-entry pilot program developed prior to launching MRPI using federal SVORI funds. Demonstrates Department of Justice (DOJ) model of three-phase approach to re-entry. Fully funded in FY05; all phases to be re-instituted but limited to several neighborhoods in City of Detroit. **This is a full pilot demonstrating all MPRI elements:**

- Assessment and classification
- Inmate programming
- Inmate release preparation
- Release decision making
- Supervision and services
- Revocation decision making
- Discharge and aftercare

FY 2005 Plans

- Re-institute full three phase process with inmates from select zip codes to demonstrate full MPRI model that integrates all existing assets into cohesive, fully funded pilot at the neighborhood level
 - Link with juvenile re-entry
 - Analyze assets and barriers
 - Publish findings and accomplishments to date.
2. Nine County Rural Northern Michigan Goodwill/FOA Pilot – This is a new pilot being developed in FY 2005 using MDOC/OSAS and re-entry funds that will demonstrate the MPRI model in rural areas. This pilot is being developed in collaboration with FOA and MSHDA and includes residential and case management and federal rent subsidy funds provided by MSHDA. This **emerging full pilot** will demonstrate the following MPRI elements:
 - Assessment and classification
 - Inmate programming

- Inmate release preparation
- Release decision making
- Supervision and services
- Revocation decision making
- Discharge and aftercare

FY 2005 Plans

- By January 2005, complete design and implement beginning with inmates w/in months of release.
- Begin to back inmate identification earlier in process so that full MPRI model is piloted in FY 2005.
- Analyze assets and barriers.

3. M.A.C.O.M.B. Project – This is an effort in the community led by FOA under local PA 511 Community Correction Advisory Board (CCAB). Includes community leaders, state department representatives and local human service providers and employers. Concurrent effort in prison led by Macomb prison warden and staff. This emerging **demonstration site** illustrates the following MPRI elements:
 - Inmate release preparation
 - Supervision and services
 - Community – prison interaction most prominent feature of demonstration.

FY 2005 Plans

- Fully integrate demo into MPRI effort and “cross pollinate” ideas and operational tests of model.
- Slowly begin to back inmate identification earlier in DOC process, expand as current budget allows.
- Analyze assets and barriers and inmate numbers for FY 2006 pilot.

4. Genesee County/ Flint - Genesee Prisoner ReEntry Program - G-Prep preceded MPRI. Modified to better meet elements of emerging MPRI model. Begins with RSAT, moves select inmates into short transitional residential with community and family support. This emerging **demonstration site** illustrates the following MPRI model elements:
 - Inmate programming
 - Inmate release preparation
 - Release decision making
 - Supervision and services

FY 2005 Plans

- Determine potential for expanding G-Prep component and expand as budget allows. Analyze community assets and barriers and inmate numbers for full pilot in FY 2006.

5. Kent County/Grand Rapids - Kent County ReEntry Council – This effort began with a community group determining ways to support the emerging MPRI model. Planning is underway to determine flow and preparation of select inmates. This site **demonstrates** local development efforts with corporations and businesses for employment opportunities as well as the following MPRI elements:
 - Inmate release preparation
 - Release decision making
 - Supervision and services

FY 2005 Plans

- Define target population by zip code/neighborhood and/or by subgroup characteristics such as female offenders, mentally ill offenders, or those with co-occurring disorders.
- Implementation plan needs to be designed as budget allows.
- Analyze gaps and barriers in community and inmate numbers for full pilot in FY 2006.

6. Ingham County/ Lansing - Work Preparation and Employment Program - Effort to begin with MI Works! federal DOJ grant under Office of Faith and Community Based Initiatives. Uses small employment service delivery agencies connected with faith-based organizations to connect ex-inmates with mentors. Focus on employment and related support services. **Demonstrates** the following MPRI elements:
- Inmate release preparation
 - Release decision making
 - Supervision and services

FY 2005 Plans

- Expand as budget allows. Analyze inmate numbers for full pilot in FY 2006.

7. Kalamazoo County – Project Return – The county has been improving community approaches for parolees for years through organized effort by Kalamazoo County Criminal Justice Coordinating Council without benefit of additional services and/or funding. This local **demonstration site** illustrates the following MRPI elements:
- Inmate release preparation
 - Release decision making
 - Supervision and services

FY 2005 Plans

- Work with community to engage in discussion and planning for demonstration of MPRI elements.
- Perform assets and barriers assessment and determine capability and timing for implementation of the project.
- Expand as budget allows.
- Analyze inmate numbers for full pilot in FY 2006

Decision Point No. 5: Supervision and Services

The MPRI will be working this Fall to take the advice of the National Institute of Corrections on this decision point as well Decision Points No. 6 and No. 7. The following narrative is adapted from their description of the Transition from Prisoner to Community Initiative (TPCI) Model.

The Transition Accountability Plan is intended to help offenders become productive and law-abiding participants in society. In the community phase, the MPRI Model is expected to propose that supervision should be structured around a case management model. The case manager/parole agent would develop a case plan for each offender, which shows how the community-phase of the offender's TAP will be implemented. The case management model is expected to be consistent with enforcement of elements of the TAP related to public safety. Case management should strive for parsimony, by allocating high-cost responses, interventions and services to offenders who pose the greatest risk. The Case Plan is the foundation for monitoring each offender's progress in the community, to intervene when needed, to advocate on behalf of those affected by the case plan, and to refer offenders to service providers as required.

Monitoring: Monitoring consists of surveillance of each offender aimed at determining compliance with conditions of release and other contacts aimed at assessing their progress in achieving milestones. In short, monitoring is intended to identify and document what offenders are doing right and what they are doing wrong. Both conditions of supervision and monitoring need to be linked to dynamic risk factors, and both can—and should—change as risk factors change. Least restrictive options should be used to perform monitoring; and, supervision strategies should be aimed at altering dynamic risk factors by giving release incentives and skills to make choices about environments in which they function that increase their odds of successfully completing supervision. The most cost-effective supervision options should be used—this means that parole supervisors need feedback on the quality of programs and services and their cost.

Data needed to make decisions about monitoring, and data on the outcomes of monitoring choices, will need to be provided by community supervision agencies, and supplemented by partnering agencies and other networks within the community. Parole agents in their case manager role will need to analyze monitoring data regularly to inform changes in monitoring elements and strategies, interventions, advocacy and referrals.

Interventions: Interventions are responses to monitoring that deal with:

- Accountability/punishment for violations,
- Rewards for positive accomplishments, and

Jurisdictions will need to inventory responses that can be used as sanctions, positive reinforcements and treatments, and develop additional responses to fill gaps. Jurisdictions need to develop policy governing the selection of specific responses. The MDOC FOA Parole Offices will need to collect and analyze data on the application of responses and use this information to increase consistency between policy and practice within a parole agent's caseload as well as across different agents' caseloads.

Advocacy: Parole officers should be advocates for the offender, the victim, and the community, including the offender's family. This will require, to some extent, a "culture shift" in the parole supervision process. Advocacy engages the supervising officer in regular dialogue with human service agencies, community organizations and networks, thus building and strengthening links among partnering agencies. Vigorous case-level advocacy also generates information that can be used to document gaps in services and support and identify where those gaps are most severe. Parole supervision leaders can use this information to build support for changes in policies and resources.

Referrals: Referrals link offenders to needed services. For referrals to be effective the parole officer must understand the problem prompting the need, and how that problem affects the need for services. Supervising officers also need to know what services are available within the community and be knowledgeable about the effectiveness of service providers (or their effectiveness in dealing with particular types of offenders).

Decision Point No. 6: Revocation Decision Making

Michigan will need to refine and adapt our existing structured policies to govern responses to offenders when they violate conditions of release as well as when they have significant positive accomplishments. With respect to violations, policies should require swift and consistent responses to all known violations. Responses should be directly proportionate to the seriousness and persistence of detected violations and the risks posed by the offenders. Thus:

- Low-level responses (e.g., warnings, counseling, reprimands) should be imposed for violations that involve minimal harm and represent little risk to the public.
- Somewhat more serious violations might merit restructuring the conditions of supervision to tighten control or strengthen interventions.
- Slightly more serious violations might merit short periods of confinement, followed by release to restructured conditions of supervision.
- Very serious violations, or violations committed by high-risk offenders, would merit swift revocation and return to prison.

Policies might promote partnerships with law enforcement to target selected high-risk cases for extra-intensive surveillance, joint supervision, shared intelligence, etc. Revocations and re-imprisonment should be reserved for the most serious violations, for the most persistent violators, or for high-risk offenders.

Michigan will need to continue our development of a full array of graduated responses to violations, so staff can match a response to the severity or frequency of the violation and the level of offender risk. Graduated responses should seek to:

- punish the instant violation,
- deter future violations,
- reduce the level of risk posed by any future violation, and
- prevent future violations by
 - teaching offenders to choose or manage their environment so as to reduce their risk of committing violations, and
 - intervening to change offenders' future behavior.

Parole supervision rules or guidelines should also promote consistent and uniform responses for significant positive accomplishments. These responses could include such things as official or public recognition, tangible rewards, reduction in levels of supervision, relaxation of conditions, and ultimately, eligibility for early discharge of supervision.

Intensive Detention Jail Beds

One recent achievement of the Department is that the Field Operations Administration has contracted 150 jail beds in Clinton and Ingham Counties for parolees across the state who are in technical violation of their parole in those counties. The program side of this 30-day detention will eventually focus on intensive reentry planning.

Cluster # 3 Status Report & Achievements

“Staying Home” – The Discharge Phase

Decision Point No.7: Discharge and Aftercare

(Excerpted from NIC TPCI Model). Just as release from prison gives inmates an incentive for good behavior and addressing risk-related problems, so discharge from supervision gives offenders incentive to conform to terms and conditions of supervision. In addition, discharge signals the end of supervision—the end of the active portion of the criminal sanction—and the beginning of a formal re-integration of offenders into the body of civil society.

In jurisdictions where officials can discharge successful offenders from community supervision, the MPRI Model is expected to include the development of policies to guide discharge practices. Discharge should be a reward for offenders who have (a) completed a substantial period of community supervision without serious violations, and (b) who have successfully reduced their dynamic risk factors during their sentences.

Under such guidelines, the duration of successful adjustment on supervision before discharge might be proportional to the level of risk. Jurisdictions might choose not to discharge highest risk offenders, but to keep them on intensive supervision until their sentences expire. Conversely, lowest risk offenders might be discharged after relatively brief periods of successful community supervision.

Michigan will continue to identify ways to make discharge from supervision a formal recognition of the offender’s success in serving the requirements of the sentence and a public and visible acknowledgment of his or her re-integration into the body of civil society. In addition, the MPRI is expected to take or support affirmative steps to restore civil and political rights for discharged offenders. Many states are reviewing existing laws that:

- limit ex-offenders’ right to vote or hold office,
- identify circumstances for which a record of prior felony conviction is not a reasonable grounds for such exclusions, and
- build support for an initiative to revise those laws.

Many states are also reviewing the processes by which discharged offenders may restore their civil and political rights, and, if deemed necessary, identify ways to simplify the procedures. Similarly, states could review laws and procedures affecting released offenders’ access to housing, healthcare, food stamps, welfare benefits, and educational benefits.

States have been encouraged to review laws restricting employment for persons convicted of felonies and remove restrictions when the nature of the prior conviction is unrelated to a legitimate public purpose. Existing procedures governing granting clemency and pardon, and expunging criminal records are also encouraged for review, to make these options more readily available to ex-offenders. (One may argue that some exclusions are reasonable, for example, prohibiting persons previously convicted of child molestation from employment as teachers, or prohibiting those convicted of embezzlement from working in banks.).

In Michigan, this effort is being led by the Western Michigan Legal Services and their Reentry Project.

Aftercare and Community Services: The transition process seeks to produce offenders who are law-abiding citizens with strengths and skills to successfully manage the problems they will face daily. However, as with citizens generally, discharged offenders may require assistance and services from human service agencies. The offender’s TAP contains a framework to guide human service providers, as well as a wealth of information they might need to respond to requests for assistance from the offender.

STRUCTURE OF MICHIGAN'S PRISONER RE-ENTRY INITIATIVE

